

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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February 4, 2021

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2020-687/Application No. L-5486-20C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2020-687 on February 4, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>6-0 APPROVE</b>

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Absent
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

*Kristen D. Reed*

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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – January 29, 2021**

**Ordinance/Application No.:** 2020-687/ L-5486-20C

**Property Location:** 2026 Ashland Street, between St. Augustine Road and Drew Street

**Real Estate Number(s):** 070046 0010

**Property Acreage:** 0.11 of an acre

**Planning District:** District 3, Southeast

**City Council District:** District 5

**Applicant:** Cyndy Trimmer, Esquire

**Current Land Use:** Medium Density Residential (MDR)

**Proposed Land Use:** Community/General Commercial (CGC)

**Current Zoning:** Residential Medium Density-B (RMD-B)

**Proposed Zoning:** Commercial Community/General-1 (CCG-1)

**Development Boundary:** Urban Area

**RECOMMENDATION: APPROVE**

**APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

To unify the land use of the properties of SBTA Trust so that the applicant's business on this part of the property conforms with code.

**BACKGROUND**

The 0.11 of an acre subject site is under common ownership with the adjacent commercially designated property at the corner of St. Augustine Road and Ashland Street. The subject site is presently a fenced in area that is being used as part of the neighboring commercial use. The applicant is proposing a future land use map amendment from Medium Density Residential (MDR) to Community/General Commercial (CGC) and a companion rezoning from Residential Medium Density-B

(RMD-B) to Commercial Community/General-1 (CCG-1) in order to bring the property into compliance.

There has been one proximate land use change in the area of the proposed amendment. Approximately 300 feet northwest of the subject site, along the west side of St. Augustine Road, between Inwood Terrace and Boulder Street, a 0.58 of an acre site was amended from Residential Professional Institutional (RPI) and Low Density Residential (LDR) to CGC pursuant to Ordinance 2006-624-E. This amendment was accompanied by a rezoning to Planned Unit Development (PUD) that provided buffers, site design and use limitations to promote compatibility with the adjacent residential uses.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: MDR, CGC

Zoning: RMD-B, Commercial Community/General-2 (CCG-2)

Property Use: Single-family, Multi-family, Commercial

South: Land Use: MDR, CGC

Zoning: RMD-B, Residential Medium Density-A (RMD-A), CCG-2

Property Use: Single-family, Commercial

East: Land Use: MDR

Zoning: Planned Unit Development (PUD), RMD-B

Property Use: Single-family, Church

West: Land Use: CGC

Zoning: PUD, CCG-2

Property Use: Commercial

## **IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

## Impact Assessment Baseline Review

<b>Development Analysis</b>		
Development Boundary	Urban	
Roadway Frontage Classification / State Road	Ashland Street- local	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Commercial	Proposed: Commercial
Land Use / Zoning	Current: MDR/RMD-B	Proposed: CGC/CCG-1
Development Standards for Impact Assessment	Current: 15 DU/Acre	Proposed: Scenario 1: Non-residential 0.35 FAR Scenario 2: Residential- 30 DU/Acre Non-residential- 0.35 FAR
Development Potential	Current: 1 DU	Proposed: Scenario 1: 1,677 Sq. Ft. Scenario 2: 355 Sq. Ft. and 2 DU
Net Increase/Decrease in Maximum Density	Scenario 1: Decrease in 1 DU Scenario 2: Increase in 1 DU	
Net Increase/Decrease in Potential Floor Area	Scenario 1: Increase of 1,677 Sq. Ft. Scenario 2: Increase of 355 Sq. Ft.	
Population Potential	Current: 2 people	Proposed: Scenario 1: n/a Scenario 2: 5 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300' Height zone- NAS JAX	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	

<b>Development Analysis</b>	
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: 66 net new daily trips Scenario 2: 22 net new daily trips
Potential Public School Impact	De Minimis
Water Provider	JEA
Potential Water Impact	Scenario 1: decrease of 182.2 gallons per day Scenario 2: increase of 283.7 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: decrease of 136.6 gallons per day Scenario 2: increase of 212.8 gallons per day
Potential Solid Waste Impact	Scenario 1: decrease of 2.6 tons per year Scenario 2: increase of 3.2 tons per year
Drainage Basin/Sub-basin	St. Johns River, Upstream of Trout River/Craig Creek
Recreation and Parks	Angelina Denese Park
Mass Transit Access	Route 17
<b>Natural Features</b>	
Elevations	20-23 feet
Land Cover	1300: Residential high density, 6 or more dwelling units per acre
Soils	71: Urban Land- Leon Boulogne complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	N/A

### **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated October 19, 2020. The letter states that the subject site has access to both water services or centralized sewer services.

## Infrastructure Element

### Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

## Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Department, and determined that the proposed amendment from Medium Density Residential (MDR) to Community/General Commercial (CGC) has an existing development potential under scenario 1 as 100% non-residential and under scenario 2 as 80% residential with 20% non-residential uses. If the land use is amended to CGC, development could result in an increase of 66 net new daily trips under scenario 1 or 22 under scenario 2. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

### Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

### Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

### Supplemental Transportation Information

**Objective 2.4** of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 8.

The subject site is accessible via Ashland Street, an unclassified 2-lane roadway, which intersects with St. Augustine Road to the west. St. Augustine Road is a 4-lane divided arterial facility operating at 50% of its service volume capacity. Either scenario of the CGC development will not have any significant impacts on the external roadway network.

### **School Capacity**

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

### **Historic Preservation Element**

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

### **Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station (NAS Jax). Zoning will limit development to a maximum height of less than 300 feet unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).



Future Land Use Element

**Objective 2.5** Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on November 16, 2020, the required notices of public hearing signs were posted. Forty-nine (49) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on November 16, 2020. No members of the public attended to speak on the proposed amendment.

**CONSISTENCY EVALUATION**

**Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

Future Land Use Element (FLUE)

*Development Area*

*Urban Area (UA):*The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

**Goal 1** To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

**Policy 1.1.2** As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and

densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

- Policy 1.1.5      The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
  - B. Addresses outdated development patterns;
  - C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

- Policy 1.1.10     Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

- Policy 1.1.21     Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

- Policy 1.2.9      Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

- Goal 3** To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Policy 3.2.1** The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.7** The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

According to the Future Land Use Element (FLUE), Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. The maximum gross density in the Urban Area shall be 20 units per acre and the minimum gross density shall be greater than 7 units per acre.

Community/General Commercial (CGC) in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is preferred to provide support for commercial and other uses. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map.

The 0.11 of an acre subject site is under common ownership with the adjacent commercially designated property at the corner of St. Augustine Road and Ashland Street. The subject site is presently a fenced in area that is being used as part of the neighboring commercially-designated roofing business. The area surrounding the site contains a variety of uses, with single-family residential and a church to the east along Ashland Street and commercial uses along both sides of St. Augustine Road to the west. According to the FLUE, the intent of the Urban Area is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development. The applicant is proposing a change from MDR to CGC, which allows for the continuation of the current use, promoting the revitalization of the existing commercial corridor consistent with FLUE Policies 1.1.2 and 3.2.1.

The proposed amendment to CGC would be consistent and compatible with the existing commercial corridor along St. Augustine Road. Additionally, the continued use of the property as a commercial use would maintain the exiting well balanced and organized combination of residential and non residential uses in the area, while preserving the existing character of the area and strengthening the commercial corridor. The companion rezoning could ensure a gradual transition of intensity of uses between the subject site and the neighboring commercial uses. Thus, the proposed amendment is consistent with Goals 1 and 3, and Policies 1.1.10 and 3.2.7 of the FLUE.

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated October 19, 2020. The letter states that the subject site has access to both water services or centralized sewer services, consistent with FLUE Policy 1.2.9.

The proposed small scale amendment would have a negligible impact on the amount of MDR and CGC designated land throughout the City. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

### **Vision Plan**

The subject property is located within the boundaries of the *Southeast Vision Plan*. The site is under common ownership with the adjacent commercially designated property at the intersection of St. Augustine Road, a minor arterial road, and Ashland Street, a local road. The proposed amendment would strengthen the commercial presence of the commercial corridor along St. Augustine Road, which aligns with Sub-Principle 2.2, "Encourage Redevelopment Along Arterials with Higher Densities and Intensities which Limit Impacts on Failing Roadways" of the Vision Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Goal 2.3           An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the expansion of a business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**

